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ABSTRACT

This survey on the extent and nature of kindergarten education in the public schools is the last in a series of three NEA Research Division reports dealing with early childhood education. This study concerns status, major administrative plans, organizational patterns, curriculum experiences, and personnel provisions pertaining to kindergarten education in the public schools. It furnishes baseline data on enrollments, class size, numbers of teachers, admission ages, financial arrangements, teacher qualifications, and reporting to parents. The information answers many questions about kindergarten in the public schools and furnishes basic data for program planning and depth studies. (Author/DE)

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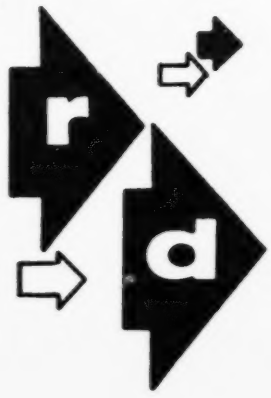

RESEARCH REPORT 1969-R6

Kindergarten Education in Public Schools, 1967-68

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Research Report 1969-R6: KINDERGARTEN EDUCATION IN PUBLIC SCHOOLS, 1967-68

Project Director: MARSHA A. REAM, Research Assistant

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FOREWORD

RESEARCH AND STUDIES within the various disciplines concerned with the development of young children emphasize the influence of the early years on later living and achievement. Implications of this knowledge and data have effected increased recognition of the importance of preprimary education, particularly kindergarten education, among both professional and lay persons. The NEA Research Division, recognizing the need for information on the status of kindergarten education, conducted a survey on the extent and nature of such programs in the public schools. This kindergarten survey reflects the continuing interest of the NEA in the provision of well planned, continuous, and sequential learning experiences for young children under the guidance of public education.

This study is the last in a series of three NEA Research Division reports dealing with early childhood education. The first report deals with Project Head Start. Nursery school education is the subject of the second study.

This study concerns status, major administrative plans, organizational patterns, curriculum experiences, and personnel provisions pertaining to kindergarten education in the public schools. It furnishes baseline data on enrollments, class size, numbers of teachers, admission ages, financial arrangements, teacher qualifications, and reporting to parents. The information contained in this report will answer many questions being asked about kindergarten in the public schools and furnish basic data for program planning and depth studies.

This study was developed and reported by Marsha A. Ream, Research Assistant, with the assistance of the Statistics Section of the NEA Research Division.

The Division extends its sincere appreciation to school officials throughout the country who responded to the questionnaire survey.

GLEN ROBINSON
Director, Research Division

HIGHLIGHTS

In November 1967, a questionnaire was sent to 1,103 public school systems having kindergarten programs. Analysis and interpretation of the data from these questionnaires were projected to represent all the 9,766 school systems operating kindergartens during the 1967-68 school year including summer 1967. Some highlights of this survey follow.

- An estimated 92.7 percent of the total systems operated a one-year kindergarten program for 5-year-olds; an estimated 0.4 percent operated a two-year sequence program for 4- and 5-year-olds. Approximately 7.0 percent had a program of one semester or less.

- Half-day sessions were scheduled by an estimated 86.7 percent of the total systems. For 9.9 percent, sessions were full day and for 0.6 percent, sessions were three per day. "Other" sessions were scheduled by 2.5 percent.

- The median number of days per school year was 180 for the total systems. The number of days per school year that kindergarten children attended school ranged from a low of 20 days to a high of 220 days.

- The median length of the school day was 2 hours, 45 minutes. The length of school day ranged from a low of 2 hours to a high of 7 hours.

- The number of pupils enrolled by the 9,766 school systems having kindergarten in 1967-68 was approximately 2.4 million.

- The average class size for kindergarten programs of more than one semester was 26 pupils. Average class size for programs of one semester or less was 19.

- The median admission age for the total systems was 4 years, 10 months.

- The number of classroom teachers serving in kindergarten during the 1967-68 school year was approximately 52,900.

- The total current expenditure for public-school kindergarten programs by the 9,766 systems having kindergarten was approximately $476,600,000 for the 1967-68 school year. The average expenditure per school system was about $48,800.

- The reported average cost per pupil in ADM ranged, among the total systems, from a low of $150 to a high of $800.

INTRODUCTION

Kindergarten began in 1837 with the founding of the kleinkinderbeschaftingungsansalt (small-children-occupation-institute) by Friedrich Froebel in Blankenburg, Germany.[1] Froebel believed that without guidance, children's activity degenerates into aimless play instead of serving their development.

The unwielding title, Kleinkinderbeschaftingungsansalt was long ago changed to the succinct "kindergarten," a word now so familar it is no longer italicized in the English language. In 1856, the first kindergarten in America was established for German-speaking children by Mrs. Carl Schurz in Watertown, Wisconsin. Elizabeth Palmer Peabody opened a private kindergarten in Boston in 1860, the first kindergarten in America for English-speaking children. Ten years later, Boston founded the first public-school kindergarten, but discontinued it after its first few years of existence and did not establish another until 1887.

In these early years, kindergartens were opened to children of two distinct groups, those of the well-to-do and those of immigrants who were coming to the United States in large numbers. These kindergartens were supported by tuition fees and by gifts from philanthropists.

Kindergartens became part of the public schools of St. Louis in 1873, when William Torrey Harris was superintendent of schools. With the introduction of kindergarten into the public schools, the program was made available to children of all economic and social levels. Teacher training schools were opened, kindergarten associations were established, and various publications appeared to disseminate information and stimulate interest in kindergarten education. By 1880, 400 kindergartens had been established in over 30 states.[2]

1/ Association for Childhood Education. The Kindergarten Centennial, 1837-1937. Prepared by the A. C. E. Centennial Committee. Washington, D.C.: the Association, 1937. 24 p.

2/ Imhoff, Myrtle. Early Elementary Education. New York: Appleton-Century-Crofts, 1959. p. 271.

In 1949, 33.5 percent of the 5-year-old population (960,000 children) were enrolled in public and nonpublic kindergartens (29.2 percent public, 4.3 percent nonpublic).3/ In 1962, 2.2 million, or about 54 percent (44 percent public, 10 percent private), of the 5-year-old children were enrolled in kindergartens.4/ Forty-two of the 50 states and the District of Columbia reported enrollments to the U.S. Office of Education as of the fall of 1963.5/ By October 1966, the Office of Education reported that 2,641,000 5-year-olds in preschool classes, 97.8 percent, were in kindergartens (predominantly public).6/

Today, a number of problems and developments are of significance to kindergarten education. Interest in the problems of school failure, dropouts, and socioeconomic conditions is making strong impacts on education, particularly for young children. Federal interest has stimulated expansion of school services for young children through the Economic Opportunity Act and the Elementary and Secondary Education Act. Impetus to extend school services over a longer period than 12 years has focused attention on the kindergarten as a possible downward extension.

Because of the continuing importance of kindergarten education, it is significant to study the extent and nature of current programs in the public schools. This report, for the 1967-68 school year, deals exclusively with kindergarten programs operated by public school systems. The report is the first to present recent national data on status, major administrative plans, organizational patterns, curriculum experiences, personnel provisions pertaining to kindergarten education, and other baseline data for program planning and depth studies. This study is a valuable tool for those interested in studying the many aspects related to kindergarten education.

3/ U.S. Department of Commerce, Bureau of the Census. School Enrollment of the Civilian Population: October, 1949. Current Population Reports, Population Characteristics, Series P-20, No. 30. Washington, D.C.: the Bureau, April 26, 1950. p. 2.

4/ U.S. Department of Commerce, Bureau of the Census. School Enrollment: October 1962. Current Population Reports, Population Characteristics, Series P-20, No. 126. Washington, D.C.: the Bureau, September 24, 1963. p. 8.

5/ Hobson, Carol Joy, and Schloss, Samuel. "Enrollment, Teachers, and Schoolhousing." School Life 46: 22; January-February 1964.

6/ Schloss, Samuel. Nursery-Kindergarten Enrollment of Children Under Six: October 1966. U.S. Department of Health, Education, and Welfare, Office of Education. Washington, D.C.: Government Printing Office, 1967. p. 1.

Definition

In the United States today there are different types of kindergartens, both public and private, for children under six years of age. Some are sponsored or administered, and financed by colleges and universities; some, organized and incorporated by groups of parents; some, by church groups; some, by one or more individuals as a private enterprise; others, by community agencies or organizations; and still others by the public school systems. Not all programs presented in the name of kindergarten education are the same. A variety of programs and curricula exists to serve different functions.

The variety of programs offered for young children in the name of kindergarten education illustrates the difficulty of generalizing about kindergarten education per se. Programs reflect differing values, purposes, financial arrangements, and professional preparation of teachers. Different emphases exist in standards, teachers, schedules, programs, and activities.

Because of the wide diversity in the meaning of the term kindergarten and in order to establish a consistent basis for discussion, it is necessary to define the term as it will be used throughout this report.

Kindergarten is an educational enterprise for the year or years preceding first grade, organized and maintained as part of the sequential program of the public school and under the direction of a qualified teacher. It enrolls children generally at five years of age. Instruction is an integral phase of its program of child development.

Children enrolled in public nursery school, in Head Start, or similar programs sponsored by local public schools to provide preschool experience to young children are excluded from this report.7/ In cases where enrollment was in a nongraded or multigraded form of vertical school organization, enrollment was counted according to the graded form of organization.

Sample and Return

To provide national statistics on kindergarten education, the NEA Research Division selected 1,103 sample school systems from a U.S. Bureau of the Census compilation of all public school systems having kindergarten programs. Table 1 is a distribution of school systems

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7/ For studies of educational programs at these levels see: National Education Association, Research Division. Head Start Programs Operated by Public School Systems, 1966-67. Research Report 1968-R3. Washington, D.C.: the Association, 1968. 42 p. #435-13346.

National Education Association, Research Division. Nursery School Education, 1966-67. Research Report 1968-R6. Washington, D.C.: the Association, 1968. 48 p. #435-13352.

by the number of systems to which questionnaires were sent, enrollment grouping, and the number and percent of those queried which furnished usable data.

In November 1967, a questionnaire was sent to a sample of 1,103 public school systems having kindergarten programs: all school systems with enrollments of 25,000 or more (Group A) and a representative sample of school systems with enrollments below 25,000 (Groups B, C, and D). A total of 958 school systems from all enrollment groupings forwarded usable replies to the questionnaire, an 86.9 percent response.

Analysis and Presentation of Data

For purposes of arriving at summary data on a national basis, school systems were stratified into four major enrollment groups:

A. Large systems--enrollment 25,000 or more
B. Medium systems--enrollment 3,000-24,999
C. Small systems--enrollment 300-2,999
D. Very small systems--enrollment below 300

The tables in the following sections present a column of weighted figures which have been computed on the basis of data reported from the four enrollment

TABLE 1.--NUMBER AND PERCENT OF PUBLIC SCHOOL SYSTEMS IN SURVEY, 1967-68

Enrollment group	Total number of school systems	Total number of school systems with kindergarten	Total number of school systems sampled	Number of usable replies	Percent of usable replies
1	2	3	4	5	6
A (Large)--25,000 or more.	169	111	111	109	98.2%
B (Medium)--3,000 to 24,999	2,882	1,671	334	313	93.7
C (Small)--300 to 2,999 ..	8,826	5,168	345	313	90.7
D (Very small)--1 to 299 .	9,282	2,816	313	223	71.2
Total	21,159	9,766	1,103	958	86.9%

Data adjusted, edited, and stratified by NEA Research Division from punched cards purchased from the U.S. Bureau of the Census.

TABLE 2.--EVALUATING ONE PERCENTAGE--APPROXIMATE NUMBER OF PERCENTAGE POINTS TO BE ADDED TO AND SUBTRACTED FROM THE OBSERVED SAMPLE PERCENTAGES TO OBTAIN THE 90 PERCENT CONFIDENCE LIMITS FOR THE POPULATION PERCENTAGES IN EACH ENROLLMENT GROUP

Enrollment group	Observed percentage near				
	10 or 90	20 or 80	30 or 70	40 or 60	50
1	2	3	4	5	6
Group A	.6	.9	1.1	1.3	1.4
Group B	2.5	3.6	4.4	5.0	5.6
Group C	2.7	3.8	4.7	5.4	6.0
Group D	3.2	4.5	5.5	6.3	7.1

groups to produce a weighted total for all school systems having kindergarten education. The totals are weighted toward conditions in the smaller school systems. All other columns in the tables present distributions of replies actually received from the school systems.

The figures of the U.S. Bureau of the Census on school systems having kindergartens were adjusted by the NEA Research Division because many school systems listed by the U.S. Bureau of the Census as having kindergartens reported to the NEA Research Division that they had no kindergarten or that their school system was consolidated. Therefore, Table 1 shows that, during the 1967-68 school year, 9,766 school systems had public kindergartens.

Sampling Variations

The percentages reported in this study were obtained from simple random samples selected from the list of school systems having kindergarten programs in each enrollment group. The weighted estimates were obtained by weighting each system response by the inverse of the probability that the system was selected for the sample. Like all sample data, these percentages are subject to sampling variation whenever inferences about the population are based upon a single statistic or the difference between two statistics.

In sample surveys of this type it is impossible to determine exactly how much a sample percentage differs from the corresponding population percentage. But by using the sample data to estimate the expected amount of variation associated with the sample percentage, it is possible to determine a range of values with a specific likelihood that the range or interval will include the population percentage. Such a range of values is termed the confidence interval and the upper and lower values of this interval are termed the confidence

limits. The probability that the confidence interval includes the population percentage is called the degree of confidence and is usually expressed as a percent.

Table 2 is designed to assist the reader in making subpopulation inferences from the sample data reported for the enrollment groups. The table contains the number of percentage points that should be subtracted from and added to the observed sample percentage in order to obtain the approximate 90 percent confidence limits for the subpopulation percentage, where the subpopulation is defined as the systems in an enrollment group from which the sample for the enrollment group was selected. In other words, it can be stated with approximately 90 percent confidence that the interval obtained by adding the table value, determined by the subgroups (row) and percentage (column), to and subtracting it from the observed percentage will include the percentage in the corresponding subpopulation.

To illustrate the use of Table 2, we have an observed sample percentage showing that 81.2 percent of the Group D systems have a one-year kindergarten program, and we wish to make an inference about the corresponding population percentage. Since 81.2 percent is nearer to 80.0 percent than to any other percentage shown in the columnar headings of the table, we select the column headed "Observed percentage near 20 or 80." The observed percentage is based upon a sample of Group D systems; therefore, we choose the row labled Group D. At the intersection of the selected column and row, we find a value of 4.5 percentage points. We subtract this value from and add it to the observed value of 81.2 to obtain the .90 confidence limits, which are 76.7 percent and 85.7 percent. Thus we can state with approximately 90 percent confidence that the range of values from 76.7 percent to 85.7 percent includes the percentage of one-year kindergarten programs in the total Group D population.

Sampling variation must also be taken into account when comparing the percentages reported for the enrollment groups. Even though two reported percentages may be different, it cannot be directly inferred that the population percentages are different. The difference between the sample percentages may be due only to chance in the selection of the samples.

Table 3 is designed to give the reader some idea of how much difference can be expected between two sample percentages as a result of the sampling method. The table gives the approximate number of percentage points by which two reported percentages must differ so that it may be inferred that the population percentages are

different with approximately 90 percent confidence. That is, if the observed difference exceeds the value given at the intersection of the appropriate row and column in the table, it may be inferred with approximately 90 percent confidence that the corresponding population percentages are different.

Table 3 may also be used to obtain the approximate 90 percent confidence interval for the difference between two population percentages. The value obtained from the table may be subtracted from and added to the observed difference to obtain the approximate confidence limits and the probability that the interval between the limits contains the difference between the population percentages is .90. It should be noted that if the interval includes zero, it should not be inferred that the population percentages are different.

To illustrate the use of Table 3, we can consider the two observed sample statistics that 34.2 percent of the Group A systems in contrast to 27.5 percent of the Group B systems are using teacher aides. Is this sample difference of 6.7 percentage points large enough for us to be able to infer with approximately 90 percent confidence that the population percentages are different? Since both percentages are near 30 percent, we enter the section of the table headed "For percentages around 30 or 70." Each section of the table is symmetrical so we may use either subgroup size to determine the proper column and then use the other to determine the proper row. One subgroup is Group A so we select the column headed Group A and the other subgroup is Group B so we select the row labeled Group B. At the intersection of the selected row and column we find the value 4.0 percentage points. Since the observed difference of 6.7 percentage points exceeds the value obtained from the table, we may state with approximately 90 percent confidence that the corresponding population percentages are different.

The value obtained from the table may be subtracted from and added to the observed difference to obtain the approximate 90 percent confidence limits for the population difference, which are 2.7 percent and 10.7 percent. We can state with approximately 90 percent confidence that the interval from 2.7 percent to 10.7 percent includes the difference between the population percentages.

Scope of Report

Analysis and interpretation of the data for this report are based on the usable survey replies projected to represent all the 9,766 public school systems from all enrollment groups operating kindergartens. This report is comprised of data for school systems having kindergarten during the 1967-68 school year, including summer 1967.

TABLE 3.--COMPARING TWO PERCENTAGES--DIFFERENCE BETWEEN PERCENTAGES REQUIRED FOR SIGNIFICANCE AT .90 LEVEL OF CONFIDENCE FOR SELECTED SUBGROUP SIZES

Enrollment group	Enrollment group			
	A	B	C	D
1	2	3	4	5
For percentages from 35 to 65				
Group A	1.5	4.3	4.6	5.4
Group B	4.3	5.9	6.2	6.7
Group C	4.6	6.2	6.4	6.9
Group D	5.4	6.7	6.9	7.5
For percentages around 30 or 70				
Group A	1.4	4.0	4.2	4.9
Group B	4.0	5.4	5.6	6.2
Group C	4.2	5.6	5.8	6.4
Group D	4.9	6.2	6.4	6.9
For percentages around 20 or 80				
Group A	1.2	3.5	3.7	4.3
Group B	3.5	4.7	4.9	5.4
Group C	3.7	4.9	5.1	5.6
Group D	4.3	5.4	5.6	6.0
For percentages around 10 or 90				
Group A	0.9	2.6	2.8	3.2
Group B	2.6	3.6	3.7	4.0
Group C	2.8	3.7	3.8	4.2
Group D	3.2	4.0	4.2	4.5

Essentially, this study is limited to status, major administrative plans, organizational patterns, and personnel provisions pertaining to kindergarten education; it does, however, deal with curricular practices in some detail. Owing to wide differences in research designs and definitions of kindergarten education, caution should be exercised when making comparisons between the findings in this report and previous studies in the field.

In addition to the introduction, this report contains five sections:

The Kindergarten Program

The Kindergarten Pupil

The Kindergarten Teacher

Kindergarten Finance and Facilities

State Laws on Permissive Attendance Age and State Aid

THE KINDERGARTEN PROGRAM

Adequate kindergarten education requires efficient organization of the daily schedule, curriculum experiences, and long-range plans. Kindergarten organization and the prescribed curriculum vary according to the local situation and purpose, and theoretically assist the classroom teacher in developing an efficient and effective program. Continuity and balance in organization, curriculum, teaching objectives, ideas, teaching procedures or activities, materials, and resources provide related learning experiences for children.

About 46 percent of the nation's 21,159 public school systems maintained kindergartens in 1967-68 (Table 1). The largest percent of those providing kindergartens was in Group A (large systems); the smallest in Group D (very small systems). On the whole, the differences among the four enrollment size groups ranged from about 30 percent (Group D) to approximately 66 percent (Group A). Nearly three-fifths of the systems in Groups B (medium systems) and C (small systems) maintained kindergartens.

Period of Operation

Table 4 shows the distribution of public school systems by period of operation of kindergartens during the 1967-68 school year. An estimated 92.7 percent (9,052 systems) of the total systems operated a one-year kindergarten program for 5-year-olds; 0.4 percent (35 systems) operated a two-year sequence program for 4- and 5-year-olds. Approximately 7.0 percent of the total systems operated a program of one semester or less.

A kindergarten program of less than one semester in duration was reported by 18.8 percent of the Group D systems, a percentage which is larger than the other three enrollment groups combined. No Group D system reported a two-year sequence kindergarten program.

Vertical Organization

The basic patterns of organizing the preprimary levels of the elementary school are the graded, the multigraded, and the nongraded. Table 5 presents data on the status of these patterns of vertical organization in public kindergartens.

Graded organizations were maintained in an estimated 69.1 percent of the 9,766 systems having kindergartens; in an estimated 4.4 percent, kindergartens

TABLE 4.--TYPICAL ORGANIZATION FOR KINDERGARTEN PROGRAMS, 1967-68

Organization	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
One-year program (5-year-olds)	97.2%	98.1%	97.1%	81.2%	92.7%
Two-year sequence program (4- and 5-year-olds)	1.8	1.0	0.3	...	0.4
One semester or less	0.9	1.0	2.6	18.8	7.0
Total	99.9%a/	100.1%a/	100.0%	100.0%	100.1%a/
Total number of systems	109	313	313	223	9,766

a/ Does not add to 100.0 percent owing to rounding.

TABLE 5.--TYPE OF VERTICAL SCHOOL ORGANIZATION WHICH INCLUDES A MAJORITY OR ALL OF THE KINDERGARTEN PROGRAM, 1967-68

Type of vertical organization	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Graded	74.3%	78.3%	69.6%	62.3%	69.1%
Multigraded	0.9	2.6	4.5	5.4	4.4
Nongraded	19.3	16.9	21.4	20.2	20.3
	94.5%	97.8%	95.5%	87.9%	93.8%
Not indicated	5.5	2.2	4.5	12.1	6.3
Total	100.0%	100.0%	100.0%	100.0%	100.1%a/
Total number of systems	109	313	313	223	9,766

a/ Does not add to 100.0 percent owing to rounding.

TABLE 6.--ORGANIZATION OF DAILY KINDERGARTEN SESSIONS IN THE PUBLIC SCHOOLS, 1967-68

Daily sessions	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Full day sessions; same pupils both morning and afternoon	3.7%	1.6%	6.4%	21.5%	9.9%
Two half-day sessions; one group of children in morning, another group in afternoon	92.7	93.9	81.1	13.5	64.0
Morning session only	0.9	1.0	9.3	56.1	21.2
Afternoon session only	...	...	0.3	4.5	1.5
Three sessions per day; different children in each session	0.9	0.6	1.0	...	0.6
Other	1.8	2.9	1.6	4.0	2.5
	100.0%	100.0%	99.7%	99.6%	99.7%
Not indicated	...	...	0.3	0.4	0.3
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Total number of systems	109	313	313	223	9,766

were multigraded. Approximately one system in five, an estimated 20.3 percent of the total systems, had a nongraded organization.

Only 1.2 percent of the school systems provided kindergarten programs exclusively for the disadvantaged or exceptional child; an estimated 98.5 percent of the total systems had kindergarten programs for all children, the disadvantaged and exceptional as well as other children.

Daily Sessions

Daily sessions are scheduled to suit the local situation. Table 6 shows the organization of daily kindergarten sessions in 1967-68.

Half-day sessions were scheduled by an estimated 86.7 percent of the total systems. More than half of the total systems, an estimated 64.0 percent, had two half-day sessions. Approximately 20 percent had a morning session only, and an estimated 1.5 percent had only an afternoon session.

For an estimated 9.9 percent of the total systems, sessions were full day; for an estimated 0.6 percent of the systems, sessions were three per day. "Other" sessions were scheduled in approximately 2.5 percent of the total systems.

Within the enrollment groupings, Groups A, B, and C, two half-day sessions was the prevalant practice. In Group D systems, however, the morning session was most frequently offered. Approximately one-fifth, an estimated 21.5 percent, of the Group D systems offered a full

TABLE 7.--PREVAILING PRACTICE FOR ASSIGNING PUPILS TO KINDERGARTEN CLASSES, 1967-68

Assignment to classes	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Random heterogeneous grouping (alphabetically, sequence of registration, etc.)	48.6%	60.7%	58.5%	10.8%	45.0%
Planned heterogeneous grouping (some effort is made to reduce the range of differences among the children) ...	32.1	26.2	13.1	1.8	12.3
Homogeneous grouping (effort made to group children on the basis of some predetermined criteria)	12.9	9.9	9.9	2.2	7.7
One class only	4.6	3.2	17.6	82.5	33.7
	98.2%	100.0%	99.1%	97.3%	98.7%
Not indicated	1.8	...	1.0	2.7	1.3
Total	100.0%	100.0%	100.1%a/	100.0%	100.0%
Total number of systems	109	313	313	223	9,766

a/ Does not add to 100.0 percent owing to rounding.

TABLE 8.--DAILY KINDERGARTEN PROGRAM ARRANGEMENT, 1967-68

Description	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Definite time allotment and sequence are observed for each activity	28.4%	26.8%	35.1%	41.3%	35.4%
Activities are provided in a regular sequence with no definite time allotment	55.0	51.1	40.9	32.7	40.5
Pupils move from one activity to another with no regular sequence or definite time allotment	16.5	19.8	23.0	23.8	22.6
	99.9%[a]	97.7%	99.0%	97.8%	98.5%
Not indicated	...	2.2	1.0	2.2	1.5
Total	99.9%[a]	99.9%[a]	100.0%	100.0%	100.0%
Total number of systems	109	313	313	223	9,766

a/ Does not add to 100.0 percent owing to rounding.

day session; a very small percentage of the Group A, Group B, and Group C systems offered a full day session.

Length of School Year, Week, and Day

An estimated 70.7 percent of the total systems have scheduled kindergarten for 175 to 180 days per school year. Of the total systems, an estimated 9.6 percent scheduled kindergarten for less than 175 days per school year and an estimated 11.6 percent reported a kindergarten program of more than 180 days.

An estimated 96.3 percent of the total systems had sessions of 5 days per week. The remaining systems, 1.9 percent, reported the number of days as follows: 2 days (0.8 percent) and 3 days (1.1 percent).

The length of school day reported most frequently by the 9,766 school systems, an estimated 41.6 percent, was 2 hours, 30 minutes; next was a school day of 3 hours

(an estimated 22.7 percent). Of the total systems, an estimated 15.0 percent reported a school day in excess of 3 hours. The over-all length of the school day among the total systems ranged from a low of 2 hours to a high of 7 hours. The median length of the school day was 2 hours, 45 minutes, for the total systems.

Assignment to Class

The survey instrument contained the question: "What is the prevailing practice for assigning pupils to kindergarten classes?" Three basic methods of grouping were defined as follows: (a) random heterogeneous grouping (alaphabetically, sequence of registration, etc.), (b) planned heterogeneous grouping (some effort is made to reduce the range of differences among children), and (c) homogeneous grouping (effort made to group the children on the basis of some predetermined criteria). Thus, factors other than ability or achievement were used in this survey to designate homogeneous grouping.

Table 7 shows that an estimated 45.0 percent assigned children to kindergarten on a random heterogeneous

TABLE 9.--ACTIVITIES INCORPORATED IN SCHOOL SYSTEM'S DAILY KINDERGARTEN PROGRAM, 1967-68

Activities in program	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Variation between active and quiet activities	99.1%	95.2%	93.6%	79.8%	90.0%
Outdoor-indoor activities ..	86.2	85.0	80.8	73.5	79.5
Teacher-pupil planning and evaluation	78.9	61.0	47.6	30.0	45.2
Opportunity to carry experiences over more than one day	89.9	83.1	75.4	61.9	73.0
Variation among individual, small-group, and total class activities	95.4	82.7	72.5	40.8	65.4
Not indicated	...	0.6	0.6	2.2	1.1
Total number of systems	109	313	313	223	9,766

TABLE 10.--CURRICULUM EXPERIENCES INCLUDED IN KINDERGARTEN PROGRAMS, 1967-68

Curriculum experiences	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Social studies					
Structured	18.3%	14.7%	11.5%	18.4%	14.1%
Unstructured	67.9	78.6	71.6	44.8	65.0
Both structured and unstructured	11.9	3.5	5.8	6.3	5.6
Not applicable	...	1.9	9.6	28.3	13.5
Science					
Structured	15.6	17.3	13.7	17.0	15.3
Unstructured	67.9	72.5	67.4	47.5	62.6
Both structured and unstructured	12.8	4.8	7.3	5.8	6.5
Not applicable	1.8	4.2	9.9	27.4	13.9
Reading					
Structured	13.8	26.8	38.3	55.6	41.1
Unstructured	45.9	50.2	40.3	21.1	36.5
Both structured and unstructured	10.1	4.8	6.1	7.6	6.3
Not applicable	28.4	16.9	13.7	13.5	14.4
Language arts					
Structured	22.0	26.5	30.4	35.4	31.1
Unstructured	58.7	58.5	48.6	30.9	45.3
Both structured and unstructured	15.6	5.1	7.0	7.2	6.8
Not applicable	1.8	8.6	12.5	24.2	15.1
Number relationships					
Structured	26.6	42.2	54.0	57.4	52.6
Unstructured	55.0	46.0	31.3	20.6	31.0
Both structured and unstructured	14.7	7.7	11.2	14.8	11.7
Not applicable	1.8	2.9	1.9	4.9	2.9
Health					
Structured	13.8	17.9	29.1	30.9	27.5
Unstructured	70.6	74.4	60.1	39.0	56.6
Both structured and unstructured	11.9	3.5	5.1	6.7	5.4
Not applicable	1.8	2.9	4.2	21.1	8.8
Physical education					
Structured	21.1	23.6	29.1	29.1	28.1
Unstructured	62.4	66.5	55.9	43.5	54.2
Both structured and unstructured	12.8	3.8	5.8	7.2	5.9
Not applicable	1.8	4.8	7.7	17.9	10.1

TABLE 10.--CURRICULUM EXPERIENCES INCLUDED IN KINDERGARTEN PROGRAMS, 1967-68 (Continued)

Curriculum experiences	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Art					
Structured	20.2%	25.9%	37.4%	44.4%	37.2%
Unstructured	66.1	65.8	48.2	39.0	48.8
Both structured and unstructured	11.9	5.4	8.9	9.4	8.5
Not applicable	...	1.6	3.8	4.9	3.7
Music					
Structured	26.6	29.7	39.3	44.8	39.1
Unstructured	56.0	50.5	38.0	33.2	39.0
Both structured and unstructured	11.0	3.5	6.4	4.5	5.4
Not applicable	4.6	15.0	14.7	15.2	14.8
Other					
Structured	5.5	2.9	3.8	2.7	3.4
Unstructured	1.8	2.2	0.6	0.9	1.0
Both structured and unstructured	4.6	0.6	0.3	1.3	0.7
Not applicable	86.2	93.0	93.6	92.8	93.2
Not indicated	1.8	1.3	1.6	2.2	1.7
Total number of systems	109	313	313	223	9,766

basis, 12.3 percent on a planned heterogeneous basis, and 7.7 percent on a homogeneous basis. An estimated 33.7 percent of the total systems had only one class (when this category is combined with the "random heterogeneous" responses, an estimated 78.7 percent used random heterogeneous grouping).

Among the enrollment groups, the use of planned heterogeneous and homogeneous grouping diminished with school system enrollment size. Relatively more Group D systems had only one class.

Program Arrangement

The general program arrangement may vary from day to day and may be flexible according to the situation and purpose. Some orderly program plan, however, is important to the stability of both pupil and teacher.

As shown in Table 8, approximately two-fifths (an estimated 40.5 percent) of the total systems had a daily program arrangement in which activities were presented in a regular sequence. Of the total systems, an estimated 35.4 percent had a definite time allotment and sequence for each activity in the daily program. Pupils moved from one activity to another with no regular sequence or definite time allotment in an estimated 22.6 percent of the total systems. The daily program should be flexible and coincide with the pupils' needs, interests, and abilities as well as the goals and philosophy of the teacher and the school system; hence no one preferred arrangement exists.

Table 9 shows that of the total systems, an estimated 90.0 percent had variation between active and quiet activities; next, in descending order of frequency was the use of outdoor-indoor activities (an estimated 79.5 percent), followed by the opportunity to carry experiences over more than one day (an estimated 73.0 percent). The activity mentioned least frequently by the total systems, an estimated 45.2 percent, was teacher-pupil planning and evaluation.

Curriculum Experiences

Table 10 lists nine specific curriculum experiences that may be included in the kindergarten programs, and shows the percentages of school systems using the basic methods of organizing the presentation of these curriculum experiences. The organizational methods were defined as follows: (a) structured--instruction through formalized classroom procedures, and (b) unstructured--exposure to experiences.

Approximately four-fifths of the total systems provided experiences by methods which were structured, unstructured, or both. The estimated percent of systems providing curriculum experiences in the nine specific areas follow in descending order of frequency: (a) number relationships, 95.3 percent; (b) art, 94.5 percent; (c) health, 89.5 percent; (d) physical education, 88.2 percent; (e) social studies, 84.7 percent; (f) science, 84.4 percent; (g) reading, 83.9 percent; (h) music, 83.5 percent; and (i) language arts, 83.2 percent.

Two curriculum areas were presented to kindergarten children largely by structured methods: number relationships (52.6 percent of the total systems) and reading (41.1 percent). Two curriculum areas were presented largely through unstructured (exposure to experience) methods: social studies (65.0 percent of the total systems) and science (62.6 percent). Approximately 1 system in 9, an estimated 11.4 percent, presented number relationships to kindergarten children by both structured and unstructured methods. The curriculum areas most frequently not offered by the total school systems were

estimated as follows: (a) language arts, 15.1 percent; (b) music, 14.8 percent; and (c) reading, 14.4 percent.

Testing

The 9,766 school systems operating kindergarten programs often engaged in various testing activities. The question asked and the results were:

What types of testing are used during or at the end of your school year?

Types of tests	Number	Percent
Test of mental ability	2,573	26.3%
Test of aptitude	1,390	14.2
Psychological test	808	8.3
Reading readiness test	7,217	73.9
Other	228	2.3
None	1,777	18.2
Not indicated	149	1.5

The test category used most frequently by the total systems, an estimated 73.9 percent, was a reading readiness test, and next was a test of mental ability (by 26.3 percent). About 14 percent of the total systems used aptitude tests, and an estimated 8.3 percent used psychological tests. Of the total systems 80.3 percent reported using one or more types of tests during or at the end of the school year.

The uses for such tests were recorded as follows:

Uses	Number	Percent
Teacher information	6,179	63.5%
Pupil progress measurement	4,143	42.4
General screening information	3,679	37.7
Basis for grouping	2,898	29.7
Basis for promotion	2,702	27.7
Determining special health or psychological problems	1,816	18.6
Other	13	0.1
Not indicated	1,956	20.0

THE KINDERGARTEN PUPIL

According to the Office of Education,[1/] in fall 1967 there were 2,432,373 children enrolled in "kindergarten" including nursery school throughout the United States and the District of Columbia. No enrollment data were recorded from Alabama, Arkansas, Idaho, Mississippi, North Carolina, and South Carolina.

Number of Pupils and Average Class Size

In this survey, an estimated 2.4 million pupils were enrolled in an estimated 94,000 kindergarten classes by school systems having kindergarten in 1967-68.

An estimated 98.6 percent of the 2.4 million pupils were enrolled in programs of more than one semester in length. An estimated 1.4 percent of the pupils were in programs of one semester or less.

Of the slightly more than 34,000 children estimated to be in kindergarten programs of one semester or less, approximately 95.3 percent attended half-day sessions; approximately 2.8 percent, full day; and 1.9 percent, "other" types of sessions. In programs of more than one semester, half-day sessions were also the prevalent practice. Of the nearly 2.4 million children in programs of more than one semester, an estimated 96.3 percent attended half-day sessions. For approximately 2.2 percent, sessions were full day. The remaining 1.5 percent were estimated to have enrolled pupils in sessions scheduled in other ways.

Class size is usually considered as an index to teaching load. The estimated average class size for programs of more than one semester was 26 pupils with a range from a low of 22 in full-day sessions to a high of 27 in half-day sessions. The estimated average class size for programs of one semester or less was 19 pupils with a range from a low of 11 in full-day sessions to a high of 20 in half-day sessions.

1/ Barr, Richard H., and Foster, Betty J. Fall 1967 Statistics of Public Elementary and Secondary Day Schools. U. S. Department of Health, Education, and Welfare, Office of Education. Washington, D. C.: Government Printing Office, 1968. p. 14, Table 6.

TABLE 11.--FREQUENCY DISTRIBUTION OF THE USUAL QUALIFICATIONS FOR ADMISSION TO KINDERGARTEN, 1967-68

Qualifications	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Age qualification	99.1%	99.4%	98.4%	95.1%	97.7%
Resident of school district .	75.2	83.4	80.5	69.5	77.8
Physical examination	25.7	36.1	43.8	24.7	36.7
Maturity rating	1.8	4.2	4.2	2.2	3.6
Testing of mental ability ...	1.8	1.9	1.9	4.9	2.8
Psychological examination ...	...	1.9	2.6	1.3	2.1
Not indicated or none	0.9	0.6	0.3	2.2	0.9
Total number of systems	109	313	313	223	9,766

TABLE 12.--RESIDENT OF SCHOOL DISTRICT REQUIRED TO ATTEND KINDERGARTEN, 1967-68

Attendance required	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Yes, required of all children who reside in the school district	11.9%	24.6%	35.1%	53.8%	38.5%
Yes, required of some children who reside in the school district	...	1.0	1.0	1.3	1.1
No, kindergarten attendance is voluntary	88.1	73.8	63.3	43.0	59.5
	100.0%	99.4%	99.4%	98.1%	99.1%
Not indicated	...	0.6	0.6	1.8	1.0
	100.0%	100.0%	100.0%	99.9%	100.1%
Total number of systems	109	313	313	223	9,766

TABLE 13.--MINIMUM AGE A CHILD MUST ATTAIN BEFORE ADMISSION TO KINDERGARTEN, 1967-68

Minimum age	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Under 4 years of age	...	0.3%	...	0.4%	0.2%
4 years of age	1.8%	0.6	...	...	0.1
4 years, 2 months	...	...	...	0.4	0.2
4 years, 6 months	2.8	10.9	3.5%	0.4	3.9
4 years, 8 months	53.2	46.3	36.1	17.9	32.8
4 years, 10 months	21.1	19.2	20.8	34.1	24.3
5 years of age	17.4	20.4	35.8	39.0	33.9
5 years, 2 months	...	...	...	1.3	0.4
5 years, 4 months	...	...	0.3	0.4	0.3
5 years, 6 months	0.9	...	...	...	*
5 years, 8 months	1.8	1.3	1.0	...	0.7
5 years, 10 months	...	0.3	0.3	0.4	0.3
6 years of age	...	...	0.6	0.4	0.5
	99.0%	99.3%	98.4%	94.7%	97.6%
Not indicated or no minimum age	1.0	0.7	1.6	5.3	2.4
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Total number of systems	109	313	313	223	9,766

*Less than 1/10 of 1 percent.

Admission Policy

Qualifications for admission to kindergarten are a matter of local school policy within each state's legislative framework. For instance, many states set the minimum or maximum ages at which children may enter public school (see page 52). Tables 11 through 13 show the usual qualifications for admission to kindergarten.

As shown in Table 11, an estimated 99.1 percent of the total systems reported at least one qualification for admission to kindergarten. An age qualification was the most frequently mentioned criterion for kindergarten admission (by an estimated 97.7 percent of the total systems). Approximately three-fourths, an estimated 77.8 percent, of the total systems indicated that the kindergarten child must be a resident of the school district. About one system in three, an estimated 36.7 percent, required a physical examination.

Table 13 shows the minimum age which a child must attain before admission to kindergarten. For the total systems, the minimum age ranged from 3 years, 11 months, to 6 years. This considerable range of approximately 2 years may be accounted for in part by the fact that some school systems operated 2-year kindergarten programs. The median admission age for the total systems was 4 years, 10 months. The medians for the four enrollment size groups were:

Group A--4 years, 10 months
Group B--4 years, 8 months
Group C--4 years, 8 months
Group D--4 years, 10 months

As shown in Table 13, an estimated 91.0 percent of the total systems admitted kindergarten children between the ages of 4 years, 8 months, and 5 years. An estimated 4.4 percent of the systems admitted children younger than 4 years, 8 months, and an estimated 2.2 percent admitted children over 5 years of age. No minimum age or no

TABLE 14.--EXCEPTIONS TO USUAL KINDERGARTEN ADMISSION POLICY, 1967-68

Exceptions and reasons	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Exceptions are made:					
No exceptions	68.8%	63.9%	80.8%	76.7%	76.6%
Yes, frequently	0.9	1.6	1.3	...	0.4
Yes, occasionally	26.6	32.2	16.6	17.0	19.5
Not indicated	3.7	2.3	1.3	6.3	3.5
Reasons for exceptions:					
Transfer after starting kindergarten in another system	17.4	24.9	13.1	7.2	13.5
Mental maturity	17.4	17.6	9.9	10.8	11.6
Social development	10.1	11.5	6.1	4.0	6.5
Physical maturity	11.0	9.9	5.1	5.8	6.2
Emotional development	10.1	12.5	4.8	2.7	5.6
Background of experience	6.4	7.3	4.2	2.7	4.3
Language development	8.3	8.3	3.5	1.8	3.9
Total number of systems	109	313	313	223	9,766

response was indicated by an estimated 2.4 percent of the 9,766 total systems.

Exceptions to Policies

Respondents were requested to indicate whether they made exceptions to their kindergarten admission policies; frequently, occasionally, or not at all. The results are shown in Table 14.

An estimated 19.9 percent of the total school systems made exceptions to their admission policies--19.5 percent occasionally, and 0.4 percent frequently. In an estimated 76.6 percent of the total systems, no exceptions were made.

The large school systems had a slightly greater tendency to make exceptions to admission policies. About 27.5 percent of the systems in Group A and 33.8 percent of the systems in Group B made exceptions in admission, while 17.9 percent in Group C and 17.0 percent in Group D made such exceptions.

For the 19.9 percent of the total systems which made exceptions to their policies, Table 14 gives a frequency distribution of the most important factors influencing such decisions. The factors upon which exceptions depended, in order of rank, were transferred after starting kindergarten in another system, mental maturity, social development, physical maturity, emotional development, background of experience, and language development.

Public school systems generally adhere to their official admission policy (most frequently, age) within the state law. When exceptions are made, the decisions tend to be based upon a study of the needs of the children.

Orientation for Parents

Authorities suggest that parental participation or involvement may be essential to the success of the kindergarten child. Orientation sessions are one means of acquainting parents with kindergarten.

The survey instrument contained the following question: "Does your school system have some type of orientation session for the parents of incoming kindergarten children?" As shown in Table 15, an estimated 73.9 percent of the total systems had an orientation session for the parents of incoming kindergarten children; approximately 25.1 percent had no orientation; and 1.0 percent did not respond.

The estimated percent of school systems having orientation sessions was for each enrollment grouping as follows:

Group A--84.4 percent
Group B--86.2 percent
Group C--83.4 percent
Group D--48.9 percent

TABLE 15.--ORIENTATION SESSION FOR PARENTS OF INCOMING KINDERGARTEN CHILDREN, 1967-68

Orientation	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Parents meet as a group	22.0%	31.9%	36.4%	20.2%	30.8%
Parents do not meet as a group; another method is used, e.g., individual meetings, staggered registration	15.6	23.6	29.1	22.0	25.9
Parents meet both as a group and in other types of orientation sessions	46.8	30.7	17.9	6.7	17.2
No orientation session	13.8	12.5	15.7	50.2	25.1
	98.2%	98.7%	99.1%	99.1%	99.0%
Not indicated	1.8	1.3	0.9	0.9	1.0
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Total number of systems	109	313	313	223	9,766

TABLE 16.--MAJOR PROBLEMS IN SECURING CONTINUITY IN EDUCATIONAL EXPERIENCE OF CHILDREN WHEN THEY ADVANCE FROM KINDERGARTEN, 1967-68

Problems	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Gaps in pupil learning	27.5%	36.1%	30.4%	20.6%	28.5%
Failure in emotional adjustment	17.4	26.8	21.7	14.3	20.4
Failure in social adjustment .	21.1	28.8	21.1	13.5	20.2
Lack of curriculum continuity	21.1	12.5	6.4	3.1	6.7
Other	14.7	7.3	0.6	0.4	1.9
No problems	35.8	34.8	49.2	65.9	51.4
Not indicated	4.6	3.2	5.1	4.5	4.6
Total number of systems	109	313	313	223	9,766

TABLE 17.--TYPICAL METHODS FOR REPORTING PUPIL PROGRESS TO PARENTS, 1967-68

Reporting methods	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Conferences	90.8%	92.3%	91.1%	71.3%	85.6%
Letters to parents	33.0	37.1	38.3	23.3	33.7
Checklist report	35.8	37.4	36.1	22.9	32.5
By telephone	33.0	29.4	24.6	11.2	21.7
Written report using letter grades	16.5	10.5	11.2	24.7	15.0
Written report using percentage marks	...	...	...	0.4	0.1
Written report using descriptive words	33.0	40.3	45.0	39.0	42.4
Other	5.5	1.9	1.0	2.2	1.5
Not indicated	2.8	...	0.6	0.9	0.6
Total number of systems	109	313	313	223	9,766

TABLE 18.--BASES FOR PUPILS' PROMOTION OR ADVANCEMENT FROM KINDERGARTEN, 1967-68

Bases	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Teacher judgment	78.0%	85.6%	80.2%	78.0%	80.5%
General performance in kindergarten	70.6	77.6	74.8	66.8	72.9
Emotional maturity	60.6	70.3	60.1	50.7	56.8
Readiness to read	37.6	57.8	60.1	50.7	56.7
Social maturity	59.6	64.9	57.8	36.8	53.0
Physical maturity	56.9	57.5	45.7	36.8	45.3
Chronological age	66.1	45.4	43.1	31.4	40.4
Background of experience	22.0	26.8	16.3	13.9	17.5
I.Q. tests	8.3	11.8	8.0	6.3	8.2
Other	3.7	1.3	...	0.9	0.5
Not indicated	0.9	0.3	0.3	0.4	0.4
Total number of systems	109	313	313	223	9,766

Continuity of Educational Experience

An effort was made to determine if public school systems were experiencing problems of continuity in the educational experiences of the children and effective coordination between kindergarten and first grade. Table 16 shows a frequency distribution of the major problems in educational experience of children when they advance from kindergarten.

On the whole, about as large a percent of the total systems were estimated to have problems as not to have problems. For the total systems, the major problems indicated were gaps in pupils' learning (28.5 percent), failure in emotional adjustment (20.4 percent), and failure in social adjustment (20.2 percent).

The predominant problem in all four enrollment groups was gaps in pupils' learning. Note that in Group A systems, lack of curriculum continuity appeared to be a proportionally greater problem than in any of the other three enrollment groups. While approximately 50 percent or less of the Groups A, B, and C systems reported they had no problems, the percentage of Group D systems which had no problems was 65.9 percent.

Reporting to Parents

Communication between schools and parents has always been considered helpful to the growth and learning of children because it fosters understanding and consistent home-school guidance for the child. The periodic report of the children's progress to parents is an important means of communication that reaches all homes. For many children, it may be the only contact between the home and school.

Seven basic types of reports were listed and respondents were asked to check those used in their school systems. No effort was made to secure qualitative evaluation, only frequency of use.

Table 17 shows a frequency distribution of the methods typically used to report pupil progress to parents of kindergarten children, the most common type being the scheduled conference.

Public school systems tended to use a combination of methods for reporting the progress of kindergarten children to their parents. The combination consistently included the parent-teacher conference. For the total systems, the most common types of combination reports to parents were, in order of their use:

- Conference plus descriptive word report
- Conference plus informal letter
- Conference plus written checklist

TABLE 19.--RETENTION AND ACCELERATION OF KINDERGARTEN PUPILS, 1967-68

Practice	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Retention					
Yes, frequently	0.9%	3.2%	4.2%	3.6%	3.8%
Yes, occasionally	84.4	85.9	83.1	50.7	74.2
No	12.8	10.2	12.8	45.3	21.7
Not indicated	1.9	0.7	...	0.4	0.3
Acceleration					
Yes, frequently	...	0.6	0.3	0.4	0.4
Yes, occasionally	45.9	31.0	8.6	3.6	11.4
No	53.2	67.7	91.1	95.1	87.8
Not indicated	0.9	0.7	...	0.9	0.4
Total number of systems	109	313	313	223	9,766

Promotion Practices

Table 18 shows a frequency distribution of those factors used as bases for pupils' promotion or advancement from kindergarten. The five factors reported most frequently by the total systems were, in order of rank: (1) teacher judgment (80.5 percent), (2) general performance in kindergarten (72.9 percent), (3) emotional maturity (56.8 percent), (4) readiness to read (56.7 percent), and (5) social maturity (53.0 percent). Some variation in this order is noted among the enrollment size groups. In all enrollment groups, however, teacher judgment and general performance in kindergarten ranked first and second.

The survey instrument contained the following questions: "Does your school system assign pupils to kindergarten for a second time?" and "Does your school system advance or promote kindergarten pupils before the end of the school session?" Table 19 shows the school systems' policies with regard to the promotion and retention of kindergarten pupils. Albeit in a negative manner, retention is sometimes considered a form of grouping whereby low achievers and slow learners are held back a year. Conversely, some schools use acceleration and grade skipping to group rapid learners.

An estimated 78.0 percent of the total systems practiced retention of kindergarten pupils, 3.8 percent frequently and 74.2 percent occasionally. Acceleration of kindergarten pupils was found in an estimated 11.8 percent of the total systems; for 0.4 percent of the systems, acceleration was a frequent practice, and for 11.4 percent an occasional practice.

THE KINDERGARTEN TEACHER

HOW MANY CLASSROOM teachers serve in kindergarten? What are the educational requirements for kindergarten teachers? What are the activities in which kindergarten teachers and parents engage? Are teacher aides available? These are some of the questions answered in the tables and text which follow.

Number of Teachers and Pupil-Teacher Ratio

In this survey, the estimated number of classroom teachers serving in kindergarten during the 1967-68 school year was approximately 52,900, about 98.4 percent of whom served in programs of more than one semester, and approximately 1.6 percent in programs of one semester or less.

About 93.5 percent taught half-day sessions. For about 4.6 percent, sessions were full day, and 2.0 percent served in sessions scheduled in "other" ways.

In this report, pupil-teacher ratio was based on the total number of classroom teachers, either on a part-time or on full-time basis, and the total number of children enrolled. The data represent the number of pupils per teacher and do not include special teachers and other personnel:

	Pupil-teacher ratio, one semester or less	Pupil-teacher ratio, more than one semester
Full day	24	22
Half day	40[a]	48[a]
Other	35[a]	36[a]

[a] This ratio reflects the fact that many teachers were responsible for more than one class daily.

School budgets are generally calculated on the basis of pupil-teacher ratio, whereas class size is usually considered an index to teaching load. The preceding pupil-teacher ratios may be considered, however, as indicative of actual teacher load. The higher ratios represent the teaching loads in terms of the number of children for whom the teacher is responsible during the total school program.

TABLE 20.--TYPE OF CERTIFICATION WHICH IS STANDARD FOR EMPLOYING KINDERGARTEN TEACHERS, 1967-68

Certification standard	Enrollment grouping				Weighted estimates, all systems operating kindergartens, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Certificate for preschool, early elementary, or kindergarten-primary education ..	36.7%	44.1%	38.0%	10.8%	31.2%
Regular or standard elementary certificate	61.5	55.3	61.3	83.0	66.5
Other certificate	1.8	0.3	0.3	3.6	1.3
Not indicated	...	0.3	0.3	2.6	1.0
	100.0%	100.0%	99.9%	100.0%	100.0%
Total number of systems	109	313	313	223	9,766

Certification

All states require teachers, administrators, and special service personnel in the public elementary and secondary schools to have teaching certificates. Although similarities in requirements are increasing among the states, there are still some marked differences.

Some states require certification for teaching in certain types of schools. For example, 42 states require public kindergarten teachers to hold certificates to teach in this field.[1/] Emergency or substandard certificates are issued, however, in all but a few states because of the insufficient number of qualified applicants for all teaching positions.

To determine the certification requirements of public school systems for kindergarten teachers in the United States, respondents were requested to indicate their standard for employing kindergarten teachers. Table 20 shows that a special certificate in preschool, early elementary, or kindergarten-primary education was the required standard in about 31.2 percent of the 9,766

1/ Stinnett, T. M. A Manual on Certification Requirements for School Personnel in the United States. 1967 edition. Washington, D. C.: National Commission on Teacher Education and Professional Standards, 1967. p. 26.

school systems having kindergarten. Approximately 66.5 percent required a regular elementary certificate. The percent of "other" types of certification were nearly negligible at the kindergarten level.

Professional Training

Sufficient numbers of professionally trained teachers are not always available to meet public-school needs. As of January 1967, the number of years of college training required by state law or regulation by the 50 states, the District of Columbia, and Puerto Rico for the lowest regular certificate for elementary-school teachers was as follows: 5 years, 1 state; 4 years, 46 states; 2 but less than 3 years, 5 states.2/ This survey shows the type and extent of college preparation which school systems hold as the minimum acceptable for kindergarten teachers.

2/ Ibid., p. 17.

TABLE 21.--MINIMUM EDUCATIONAL REQUIREMENT FOR KINDERGARTEN TEACHERS, 1967-68

Minimum required	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Master's or higher degree	...	0.3%	0.3%	...	0.2%
Bachelor's degree with a major in preschool, early elementary, or kindergarten-primary education	34.9%	37.1	32.6	10.8%	27.1
Bachelor's degree with a major in elementary education	47.7	53.7	47.0	27.8	42.6
Bachelor's degree with some other major	11.0	5.1	3.2	4.5	4.0
Less than a bachelor's	4.6	3.8	13.4	43.0	20.2
No minimum degree required ...	1.8	...	3.2	10.8	4.2
	100.0%	100.0%	99.7%	96.9%	98.9%
Not indicated	...	...	0.3	3.1	1.1
	100.0%	100.0%	100.0%	100.0%	100.0%
Total number of systems	109	313	313	223	9,766

TABLE 22.--ARRANGEMENTS FOR KINDERGARTEN TEACHERS IN THE DAILY ORGANIZATION OF KINDERGARTEN SESSIONS, 1967-68

Arrangement	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Full-day session, taught by the same teacher	4.6%	3.5%	9.6%	25.6%	13.1%
Two half-day sessions, taught by the same teacher	75.2	84.3	68.7	13.0	55.4
Half-day sessions, taught by teachers who spend the remaining hours pursuing school-related activities ..	4.6	2.2	6.4	17.5	8.9
Half-day sessions, taught by teachers employed on a half-time basis	...	0.6	7.3	23.3	10.7
Other	15.6	9.3	8.0	17.0	10.9
	100.0%	99.9%	100.0%	96.4%	99.0%
Not indicated	...	...	...	3.6	1.0
	100.0%	100.0%	100.0%	100.0%	100.0%
Total number of systems	109	313	313	223	9,766

TABLE 23.--SCHOOL SYSTEMS IN WHICH KINDERGARTEN TEACHERS TYPICALLY RECEIVE ASSISTANCE FROM TEACHER AIDES, 1967-68

Systems having teacher aides	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Paid teacher aides only	23.9%	14.7%	27.5%	9.0%	19.9%
Volunteers only	1.8	4.8	7.0	1.8	5.1
Some teacher aides are paid; some are volunteers	13.8	6.1	4.8	3.6	4.8
No teacher aides	58.7	74.1	60.7	84.8	69.9
	98.2%	99.7%	100.0%	99.2%	99.7%
Not indicated	1.8	0.3	...	0.9	0.3
	100.0%	100.0%	100.0%	100.1%	100.0%
Total number of systems	109	313	313	223	9,766

Table 21 shows that less than 1 percent (about 0.2 percent) of the public school systems in the United States require kindergarten teachers to have a master's or higher degree. About 27.1 percent of the total systems set a bachelor's degree with a major in preschool, early elementary, or kindergarten-primary education as the minimum educational requirement. A bachelor's degree with a major in elementary education was the minimum required in approximately 42.6 percent of the total systems. Four percent accept a bachelor's degree irrespective of specialization, and about 20 percent accept less than a bachelor's degree. In about 4.8 percent of the systems, no minimum degree level was required.

Schedule

Table 22 shows the arrangements made by school systems for kindergarten teachers in the daily organization of kindergarten sessions. Of the total systems, about three-fourths reported half-day sessions for teachers. More than half of the total systems, about 55.4 percent, reported two half-day sessions taught by the same teacher. Approximately 10.7 percent of the total systems had half-day sessions taught by teachers employed on a half-time basis. Half-day sessions taught by teachers who spend the remaining hours pursuing school related activities (e.g., conferences with parents, planning) were reported by about 8.9 percent.

In approximately 13.1 percent of the total systems, full day sessions taught by the same teacher were reported. About 10.9 percent of the systems had "other" arrangements.

Teacher Aides

Kindergarten classroom teachers sometimes receive assistance from teacher aides. As shown in Table 23, about one-fourth of the total systems had teacher aides; 69.9 percent had no teacher aides.

Nearly 20 percent of the systems had only paid teacher aides, and about 5.1 percent had only volunteers. In approximately 4.8 percent of the total systems, some teacher aides were paid and some were volunteers.

Special Teachers

Because American education is committed to the optimum development of every child, today practically all children attend school. The job of teaching, therefore, is complex. In many school systems, "special" teachers (e.g., for handicapped or exceptional children) are available to help the classroom teachers determine children's strengths and needs, and to assist them with children who have special needs. Table 24 shows the school systems which provide "special" teachers for kindergarten children.

Twenty-three percent of the total systems provided "special" teachers for kindergarten children. The specialist worked through individual or group instruction in regular kindergarten classes in about 16.4 percent of the total systems, and through instruction in special classes in about 6.0 percent. In an estimated 0.6 percent of the systems, the specialist worked with children at home.

No "special" teachers were reported by an estimated 72.7 percent of the total systems, and about 5.6 percent reported that "special" teachers were not needed.

Special Service Personnel

Table 25 shows that special service personnel (e.g., guidance, health, library) for working with classroom teachers were provided in about 84 percent of the 9,766 total systems having kindergarten. Approximately 90 percent or more of the systems enrolling more than 2,999 pupils provided such personnel.

Table 25 shows a frequency distribution of school systems having seven specific categories of special service personnel and also whether such personnel were scheduled, on call, or both. The percents of systems providing special service personnel in the specific areas

TABLE 24.--FREQUENCY DISTRIBUTION OF SCHOOL SYSTEMS WHICH PROVIDE "SPECIAL" TEACHERS FOR KINDERGARTEN CHILDREN, 1967-68

Special teachers	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Specialist works with children individually or in groups; regular classes	28.4%	26.5%	20.1%	3.1%	16.4%
Specialist works through instruction in special classes	6.4	7.7	7.0	3.1	6.0
Specialist works with the children at home	...	0.6	1.0	...	0.6
School system has no need for the specialist	0.9	1.0	4.8	9.9	5.6
No specialist	57.8	65.2	69.6	83.4	72.7
Not indicated	6.4	1.6	0.6	0.4	0.8
Total number of systems	109	313	313	223	9,766

TABLE 25.--SPECIAL SERVICE PERSONNEL AVAILABLE FOR KINDERGARTEN CHILDREN, 1967-68

Available special service personnel	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Director, kindergarten program					
Scheduled	10.1%	4.8%	3.2%	2.7%	3.4%
On call	28.4	8.0	5.4	4.9	6.0
Scheduled and on call	0.9	0.3	0.3	...	0.2
None	60.6	86.3	89.8	91.9	89.5
Nurse					
Scheduled	40.4	36.7	26.8	20.2	26.8
On call	48.6	52.7	55.0	27.8	46.7
Scheduled and on call	1.8	5.4	4.8	...	3.5
None	9.2	4.5	12.1	51.6	22.2
Physician					
Scheduled	14.7	9.3	3.2	3.6	4.5
On call	27.5	36.1	27.5	16.1	25.7
Scheduled and on call	...	1.3	1.3	...	0.9
None	57.8	52.7	66.8	79.8	68.0
Psychologist					
Scheduled	13.8	12.8	8.9	3.6	8.1
On call	67.0	59.1	37.7	20.6	36.8
Scheduled and on call	...	1.0	1.3	...	0.8
None	19.3	26.5	50.8	75.3	53.4
Dentist					
Scheduled	11.9	8.0	2.9	3.6	4.1
On call	19.3	16.9	13.1	6.7	12.0
Scheduled and on call	...	0.3	0.6	...	0.4
None	68.8	74.1	82.1	89.2	82.6
Counselor					
Scheduled	7.3	5.1	8.0	6.7	7.1
On call	28.4	20.4	20.1	11.7	17.8
Scheduled and on call	0.9	0.3	1.3	...	0.7
None	63.3	73.5	69.3	81.2	73.4
Librarian					
Scheduled	24.8	25.2	25.2	13.9	22.0
On call	37.6	35.8	30.7	9.4	25.5
Scheduled and on call	...	3.2	1.6	0.9	1.6
None	37.6	35.1	41.2	75.3	50.0
Not indicated	...	0.6	1.3	0.4	0.9
Total number of systems	109	313	313	223	9,766

TABLE 26.--TYPICAL SCHOOL ACTIVITIES IN WHICH KINDERGARTEN TEACHERS AND PARENTS ENGAGED, 1967-68

Activity	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Study groups or group meetings	54.1%	32.9%	17.6%	10.3%	18.5%
Development of preschool handbooks	18.3	17.6	10.9	6.7	10.9
Curriculum study	18.3	13.4	4.8	3.6	6.1
Home-school visits	43.1	36.7	32.6	28.3	32.2
Parent-teacher conferences in out-of-school hours	78.9	75.7	69.6	51.6	65.6
Parent-teacher conferences in school hours	62.4	69.0	66.5	41.3	59.6
Parent participation in school-related activities (e.g., PTA)	72.5	61.3	40.9	31.4	42.0
Other	1.8	3.5	2.2	0.9	2.1
Not applicable	...	1.6	1.6	15.7	5.6
Not indicated	0.9	0.3	0.6	1.8	0.9
Total number of systems	109	313	313	223	9,766

are in descending order of frequency: nurse, 77.0 percent; librarian, 49.1 percent; psychologist, 45.7 percent; physician, 31.1 percent; counselor, 25.6 percent; dentist, 16.5 percent; and kindergarten program director, 9.6 percent.

Two categories of special service personnel were available at scheduled times: the nurse (26.8 percent of the systems) and the librarian (22.0 percent). Four categories of special service personnel were available largely on call: the nurse (46.7 percent of the systems), the psychologist (36.8 percent), the physician

(25.7 percent), and the librarian (25.5 percent). The special service personnel most frequently not available were: the kindergarten director (89.5 percent of the systems), the dentist (82.6 percent), the counselor (73.4 percent), and the physician (68.0 percent).

Parent-Teacher Activities

Table 26 shows a distribution of the 9,766 school systems having kindergarten according to the typical activities in which kindergarten teachers and parents engage. Parent-teacher conferences were the activities most frequently mentioned by the total systems: conferences in out-of-school hours by 65.6 percent and conferences in school hours by 59.6 percent. Parent-teacher conferences were also the most frequently mentioned activities in enrollment Groups A, B, and C. In Group A systems, however, the parent-teacher conference in out-of-school hours and parent-teacher participation in school-related activities (e.g., PTA) were most frequently mentioned. The activity least frequently mentioned by the total systems (6.1 percent) was curriculum study.

Parent-teacher activities were found in approximately 93.5 percent of the total systems; about 5.6 percent had no such activities. An estimated 0.9 percent did not reply.

FINANCE AND FACILITIES

Practically, kindergarten education creates many problems of finance and facilities for the public schools. Public-school kindergarten is a good investment, although such programs may include a proportionally greater number of teachers and other staff members, and also may influence the nature and cost of teaching aids. Adequate space, equipment, materials, and transportation are additional practical considerations when adding kindergarten to the public school systems.

Current Expenditures

Current expenditures include all annual costs of the school system for kindergarten during the school year except for capital outlay and payments of principal and interest on long-term debt. These expenditures might include administration or general control, instruction, the total of operation and maintenance of school plant, fixed charges, attendance services, health services, transportation services, and "other," which combines the net cost to the school system or deficits in the clearing accounts for student activity funds and food services, and current expenditures not elsewhere enumerated.

The total current expenditure for public-school kindergarten programs by the 9,766 systems was approximately $476,600,000 for the 1967-68 school year. The average expenditure per school system was about $48,800. The reported average cost per pupil in ADM ranged, among the total systems, from a low of $150 to a high of $800.

Source of Funds

Public school systems are not limited to local resources for funds to operate a kindergarten. The next section shows, for instance, that state aid for kindergarten was available in 29 states; in 19 states, aid was not available from the state; and Tennessee and Florida had a pilot program and partial state aid, respectively. In addition, funds from federal and private sources are made available to public-school kindergartens.

Table 27 shows a distribution of school systems according to the souces of funds expended for the operation of kindergarten during the 1967-68 school year. For an estimated 13.3 percent of the total systems, funds were from only one source with proportionately more systems using funds from only local sources (10.2 percent). Eight-four percent of the total systems

specified certain combinations of funds which were being used for kindergarten, and about 2.7 percent did not indicate sources of kindergarten funds.

The source of funds mentioned most frequently by the total systems was a combination of local and state aid (38.7 percent); next was a combination of local, state, and federal public funds (26.0 percent). This pattern was the same for systems enrolling less than 25,000 pupils (Groups B, C, and D).

Table 28 shows a frequency distribution of those school systems meeting kindergarten expenses through funds from the federal government or foundation grants. Federal or foundation funds were used to meet kindergarten expenses in about 40.0 percent of the total systems.

TABLE 27.--SOURCES OF FUNDS EXPENDED BY SCHOOL SYSTEMS FOR THE OPERATION OF KINDERGARTEN, 1967-68

Sources of funds	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Local public funds only	7.3%	2.9%	5.8%	22.9%	10.2%
State public funds only	...	1.0	1.3	0.9	1.1
Federal public funds only ...	0.9	0.6	1.3	2.7	1.6
Tuition and/or patron fee only	...	...	0.6	...	0.3
Private gifts and/or grants only	...	...	...	0.4	0.1
Local and state public funds only	24.8	46.0	41.5	29.6	38.7
Local and federal public funds only	6.4	3.2	4.5	8.5	5.4
Local, state, and federal public funds only	36.7	36.1	27.8	16.1	26.0
State and federal public funds only	4.6	0.3	1.3	1.3	1.2
Local, state, and private funds only	12.1	6.6	10.2	6.3	8.4
Other combinations	6.2	3.3	5.1	3.1	4.3
	99.0%	100.0%	99.4%	91.8%	97.3%
Not indicated	0.9	...	0.6	8.1	2.7
	99.9%	100.0%	100.0%	99.9%	100.0%
Total number of systems	109	313	313	223	9,766

TABLE 28.--SCHOOL SYSTEMS MEETING EXPENSES FOR KINDERGARTEN PROGRAMS THROUGH FUNDS FROM THE FEDERAL GOVERNMENT OR FOUNDATIONS, 1967-68

System meeting expenses through federal or foundation funds	Enrollment grouping				Weighted estimates, all systems operating kindergartens, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Federal aid through the Elementary and Secondary Education Act	47.7%	25.2%	22.7%	16.6%	21.6%
Federal aid through the Economic Opportunity Act	12.8	3.8	2.2	1.3	2.4
Federal aid for school milk program	29.4	34.5	30.7	19.7	28.2
Federal aid for school lunch program	14.7	7.0	8.6	9.0	8.5
Aid through foundation grants	1.8	1.0	...	0.9	0.4
Other	1.8	2.6	3.2	1.8	2.7
No federal aid or foundation grants	37.6	53.4	57.2	67.7	59.3
Not indicated	2.8	0.6	...	1.8	0.7
Total number of systems	109	313	313	223	9,766

TABLE 29.--SCHOOL SYSTEMS HAVING A KINDERGARTEN REGISTRATION FEE, 1967-68

Registration fee	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Yes, registration fee	8.2%	10.2%	18.5%	7.4%	13.9%
No registration fee	89.9	88.5	80.5	91.9	85.3
Not indicated	1.9	1.3	1.0	0.7	0.9
Amount					
Under $10	7.3	7.0	16.6	5.8	11.8
$10-$19	...	1.6	1.3	0.4	1.1
$20-$29	0.9	...	0.6	0.4	0.5
$30-$39	...	...	...	...	...
$40-$49	...	...	...	0.4	0.1
No amount specified	...	1.6	...	0.4	0.4
Total number of systems	109	313	313	223	9,766

Approximately three-fifths, an estimated 59.3 percent, of the total systems had no federal or foundation funds.

Federal funds under the Elementary and Secondary Education Act were applied to kindergarten programs in 21.6 percent of the total systems, and federal funds under the Economic Opportunity Act (OEO) in 2.4 percent. Only 0.4 percent of the public school systems received foundation grants for kindergarten.

In addition to the federal funds from ESEA and OEO for kindergarten, school systems used federal aid to support special programs. In an estimated 28.2 percent of the total systems, federal aid was used for the school milk program, and in 8.5 percent for the school lunch program.

Table 29 shows a distribution of school systems according to whether a kindergarten registration fee was charged. An estimated 13.9 percent of the total systems charged a registration fee. In 85.3 percent of the total systems no registration fee was charged.

The amount of the registration fee ranged, among the total systems, from a low of $1 to a high of $45. The median registration fee was $6.15.

As shown in Table 30, at least 10.1 percent of the total systems had charged tuition or a patron fee. In 88.4 percent of the systems, no tuition or patron fee was charged.

Tuition was charged by 9.4 percent of the total systems. Tuition was charged only to residents of the school district in 0.8 percent of the total systems. The tuition for residents ranged from a low of $30 to a high of $199. Tuition was charged only to nonresidents in 8.3 percent of the systems. The tuition for nonresidents ranged from a low of $20 to a high of $600. Approximately 0.3 percent of the systems had tuition charges for both residents and nonresidents of the school district.

A patron fee was charged by an estimated 0.7 percent of the total systems. A patron fee for only residents of the school district was found in 0.2 percent of the total systems. The patron fee for residents ranged from a low of $10 to a high of $199. A patron fee was charged only to nonresidents in 0.3 percent of the systems. The patron fee for nonresidents ranged from a low of $20 to a high of $400. Approximately 0.2 percent of the systems had a patron fee for both residents and nonresidents of the school district.

Transportation

Because of the age of kindergarten children or the possible distance from a child's home to kindergarten, it is sometimes necessary for the school system to provide transportation. Table 31 shows a distribution of school systems according to whether transportation for kindergarten children was provided, and shows also the arrangements made for transporting the children.

An estimated 77.4 percent of the total systems provided transportation for kindergarten children. No transportation service was provided by 22.5 percent. The figures indicating a lack of transportation service reflects in some measure those instances when transportation is not necessary, e.g., a kindergarten which serves a small neighborhood.

Of the total systems, an estimated 60.0 percent provided transportation for kindergarten children both to and from school. One-way transportation was provided by 17.4 percent of the total systems. The most frequently mentioned arrangement was that of transporting kindergarten children and other pupils in the same facilities at the same time (43.4 percent of the total systems).

TABLE 30.--SCHOOL SYSTEM CHARGING TUITION OR PATRON FEE, 1967-68

Tuition or patron fee	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Tuition fee					
Residents, only	0.9%	1.0%	1.3%	...	0.8%
Nonresidents, only	12.8	5.4	10.2	6.3%	8.3
Both residents and nonresidents	1.8	0.3	...	0.9	0.3
Not specified	...	0.3	1.6	...	0.9
Patron fee					
Residents, only	...	1.0	...	...	0.2
Nonresidents, only	...	...	...	0.9	0.3
Both residents and nonresidents	...	...	0.3	...	0.2
Not specified	...	0.3	...	...	0.1
No tuition or patron fee	83.5	91.1	86.3	91.0	88.4
Not indicated	0.9	0.6	0.3	0.9	0.5
	99.9%	100.0%	100.0%	100.0%	100.0%
Total number of systems	103	313	313	223	9,766

TABLE 31.--SCHOOL SYSTEMS PROVIDING TRANSPORTATION FOR KINDERGARTEN CHILDREN, 1967-68

Transportation	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Transportation provided both to and from school	44.0%	64.5%	68.7%	42.2%	60.0%
Transportation provided one way only	5.5	8.9	23.0	12.6	17.4
No transportation provided	48.6	26.2	8.3	45.3	22.5
Not indicated	1.8	0.3	...	...	0.1
Arrangement made for transporting kindergarten children					
Kindergarten children use transportation facilities designated exclusively for their use	...	6.1	2.6	1.3	2.8
Kindergarten children and other pupils are transported at the same time and in the same facilities	30.3	33.2	52.1	34.1	43.4
Kindergarten children use transportation facilities also used for other pupils but not at the same time	9.2	15.3	9.9	7.6	10.2
Kindergarten children use facilities, in one direction, designated exclusively for their use, and, in the other direction, kindergarten children and other pupils are transported at the same time and in the same facilities	...	4.8	6.1	0.9	4.3
Kindergarten children and other pupils are transported, in one direction, at the same time and in the same facilities, and, in the other direction, kindergarten children use transportation facilities also used for other pupils but not at the same time	7.3	12.1	16.0	9.4	13.3
Kindergarten children use transportation facilities, in one direction, designated exclusively for their use, and, in the other direction, kindergarten children use transportation facilities also used for other pupils but not at the same time	...	0.3	0.3	...	0.2
Other	0.9	0.3	2.2	0.4	1.4
Not indicated	1.8	1.3	2.6	0.9	1.9
Total number of systems	109	313	313	223	9,766

TABLE 32.--SCHOOL SYSTEMS CHARGING TRANSPORTATION FEE, 1967-68

Transportation fee	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	8
Transportation fee is charged.	1.8%	1.0%	1.3%	3.1%	1.8%
No transportation fee	48.6	72.8	89.5	50.2	74.8
Not applicable; school system does not provide transportation	48.6	26.2	8.3	45.3	22.5
Not indicated	0.9	...	1.0	1.3	0.9
Kindergarten children from low-income families exempt from the transportation fee					
Exemption of transportation fee for kindergarten children of low-income families.	1.8	0.6	1.0	0.4	0.8
No exemption	...	0.3	0.3	1.8	0.7
Not indicated	...	...	...	0.9	0.3
Total number of systems	109	313	313	223	9,766

As shown in Table 32, only an estimated 1.8 percent of the total systems charged a transportation fee. No transportation fee was found in 74.8 percent, and in 22.5 percent no transportation was provided.

School systems will sometimes exempt children from low-income families from certain special fees. Table 32 shows that an estimated 0.8 percent of the total systems exempt children of low-income families from a transportation fee. Putting it another way, among those systems charging a transportation fee (1.8 percent of the total systems) about 44 percent exempted children from low-income families.

Facilities

Suitable facilities, both indoors and out, are an essential feature of any kindergarten. In preparing a building or classroom to serve as a kindergarten, consideration is given to what children, parents, and teachers do in a kindergarten. Every facility should contribute in some significant way to the realization of the purposes of the kindergarten. Therefore, the planned environment

embraces the building, play yards, transportation, equipment, and social climate suited to young children's needs and interests and the goals of the kindergarten.

School systems operating a kindergarten as part of their sequential program are faced with the problem of housing. Overcrowding in all segments of the school program has long been a problem to school systems. Table 36 shows a distribution of school systems according to the way the majority or all of the kindergarten classes were housed.

An estimated 93.7 percent of the total systems had kindergarten classes housed exclusively on elementary-school grounds, some were housed in the elementary-school building (86.4 percent), and some were housed in a separate building (7.3 percent). Of the total systems, 6.2 percent reported a building not on school grounds.

Various classroom facilities were provided by the public school systems. Table 34 shows a distribution of school systems according to the type of room in which most of the kindergarten classes met.

An estimated 63.0 percent of the total systems conducted kindergarten classes in rooms designed specifically for preschool children, and approximately 30.7 percent used rooms designed as regular classrooms. Makeshift

TABLE 33.--SCHOOL SYSTEMS ACCORDING TO THE WAY THE MAJORITY OR ALL OF THE KINDERGARTEN CLASSES WERE HOUSED, 1967-68

Kindergarten housing	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
In the elementary-school building	94.5%	90.4%	83.1%	89.7%	86.4%
In a separate building on the elementary-school grounds ..	4.6	5.1	8.9	5.8	7.3
In a building not on school grounds	0.9	4.4	8.0	4.0	6.2
	100.0%	99.9%	100.0%	99.5%	99.9%
Not indicated	...	...	...	0.4	0.1
	100.0%	99.9%	100.0%	99.9%	100.0%
Total number of systems	109	313	313	223	9,766

TABLE 34.--SCHOOL SYSTEMS ACCORDING TO THE TYPE OF ROOM IN WHICH MOST OF THE KINDERGARTEN CLASSES MEET, 1967-68

Type of classroom	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Classroom designed for preschool children	83.5%	84.3%	71.6%	33.6%	63.0%
Room designed as a regular classroom	16.5	13.7	22.4	56.5	30.7
Makeshift arrangement (e.g., a basement)	...	1.9	6.1	9.9	6.4
	100.0%	99.9%	100.1%	100.0%	100.1%
Total number of systems	109	313	313	223	9,766

TABLE 35.--SCHOOL SYSTEMS ENROLLING ALL QUALIFIED CHILDREN WHO APPLY FOR KINDERGARTEN, 1967-68

Enrollment of all qualified children	Enrollment grouping				Weighted estimates, all systems operating kindergarten, 1967-68
	Group A 25,000 or more	Group B 3,000-24,999	Group C 300-2,999	Group D 1-299	
1	2	3	4	5	6
Enroll all qualified children who apply	90.8%	93.6%	96.5%	100.0%	96.9%
Cannot enroll all qualified children who apply	9.2	6.4	2.9	...	2.7
Not indicated	...	...	0.6	...	0.3
Reasons all qualified children are not enrolled					
Budgetary limitations	6.4	1.9	1.3	...	1.1
Shortage of qualified teachers	...	1.3	0.6	...	0.6
Would create overcrowding	1.8	3.5	1.6	...	1.5
Lack of equipment and facilities	4.6	2.2	0.6	...	0.8
Other	...	1.3	0.6	...	0.6
Not indicated	0.9	0.6	...	...	0.1
Total number of systems	109	313	313	223	9,766

arrangements, such as a church basement, were reported as the type of classroom by 6.4 percent of the total systems.

It is sometimes difficult to enroll all qualified children who apply for kindergarten. As shown in Table 38, however, an estimated 96.9 percent of the total systems enrolled all qualified children who applied for kindergarten. Approximately 2.7 percent of the systems were unable to enroll all qualified children.

Table 35 shows also the major reasons that all qualified children who applied for kindergarten were not enrolled. These reasons were, in descending order of frequency, as follows: would create overcrowding (1.5 percent), budgetary limitations (1.1 percent), lack of equipment and facilities (0.8 percent), shortage of qualified teachers (0.6 percent), and "other" (0.6 percent).

STATE LAWS ON PERMISSIVE ATTENDANCE AND STATE AID, 1968

Kindergartens depend upon local school policy and practice within each state's legislative framework. Table 36 shows two aspects of state law which relate to local kindergarten policies and practices--permissive school attendance age and state aid for kindergartens. As shown in the table's footnote, the information was drawn from NEA and U.S. Office of Education sources and not from the questionnaire survey.

Table 36 shows state law on kindergarten entrance age as well as additional information related to attendance age. It shows also that state aid for kindergarten was available in 29 states; in 19 states and the District of Columbia, aid was not available; and Tennessee and Florida had a pilot program and partial state aid, respectively.

TABLE 36.--STATE LAWS ON PERMISSIVE SCHOOL ATTENDANCE AGE AND STATE AID FOR KINDERGARTENS, 1968

State	State legal entrance age for kindergarten	Additional information	State aid for kindergartens[a]
1	2	3	4
ALABAMA	5 years	Admitted to kindergarten at 5 years of age on such terms and conditions as the local board of education may prescribe.	No
ALASKA	No provision	...	Yes
ARIZONA	5 years by January 1 (see col. 3)	Local boards of trustees may exclude from primary grades pupils under 6. Arizona does not have state-supported kindergartens; however, the statutes provide that "the board of trustees may establish kindergartens when in their opinion establishment of a kindergarten will not interfere with the work of or maintenance of efficiency in the grades."	No
ARKANSAS	No provision	...	No
CALIFORNIA	4 years, 9 months by September (4 years, 9 months by February 1)[b]	Completion of one year of kindergarten or acceleration from kindergarten to first grade of an exceptional child who is 5 also qualifies pupil for early admission to first grade.	Yes

TABLE 36.--STATE LAWS ON PERMISSIVE SCHOOL ATTENDANCE AGE AND STATE AID FOR KINDERGARTENS, 1968 (Continued)

State	State legal entrance age for kindergarten	Additional information	State aid for kindergartens[a]
1	2	3	4
COLORADO	No provision (see col. 3)	Colorado school law defines school age as "over 6 and under 21" and states that any child attaining school age during the school year may be admitted to school subject to the requirements for admission fixed by the school board of the district in which he applies for enrollment. The State Board of Education has recommended that a child who attains the age of 5 on or before September 15 be admitted to kindergarten and that a child who becomes 6 years of age on or before September 15 be admitted to first grade for the regular school term.	Yes
CONNECTICUT	All children over 5 years of age	Town boards may admit children under 5 or may exclude children who will not be 5 until after January 1 of the school year.	Yes
DELAWARE	No provision	...	No
DISTRICT OF COLUMBIA	5 years by November 1	...	...
FLORIDA	5 years by January 1	Pupils must enter within the first month of school or wait until the beginning of the next session.	Partial
GEORGIA	No provision	State Board of Education by general policy recommends that children under 6 years of age be permitted to enter school provided they will be 6 within the first three months of the school term, but actual practice is subject to the policies of each local board of education.	No
HAWAII	5 years by December 31	...	Yes
IDAHO	No provision	...	No
ILLINOIS	4 years	...	Yes
INDIANA	No provision	Local boards of education determine entrance age regulations to satisfy compulsory attendance statute.	Yes
IOWA	No provision	Board of education may require an earlier age for admission. Law permits acceleration to first grade from kindergarten, or early admission to first grade if child will be 6 by December 31.	Yes
KANSAS	5 years by October 1	...	Yes

TABLE 36.--STATE LAWS ON PERMISSIVE SCHOOL ATTENDANCE AGE AND STATE AID FOR KINDERGARTENS, 1968 (Continued)

State	State legal entrance age for kindergarten	Additional information	State aid for kindergartens[a/]
1	2	3	4
KENTUCKY	No provision	...	No
LOUISIANA	5 years within 4 months after beginning of school term or session	Local boards of education may establish December 31 as the required birth date for kindergarten or first-grade entrance.	Yes
MAINE	5 years by October 15	...	Yes
MARYLAND	No provision (see col. 3)	State board of education resolutions specify that a child shall be at least 5 and 6 years of age by December 31 for admission to kindergarten and first grade, respectively.	Yes
MASSACHUSETTS	No minimum	The local school committee may make regulations as to attendance therein.	Yes
MICHIGAN	5 years on first day of school term	The local board of education may admit pupils under 5, but no state aid is allowed for children who will be 5 after December 1.	Yes
MINNESOTA	5 years by September 1	A 1967 amendment to the state's permissive attendance law stipulates that the cutoff date for kindergarten and first-grade entrance in 1971 will be September 1; that completion of kindergarten also qualifies a child for first-grade entrance, regardless of age; and that local boards of education may establish a policy for admission of selected pupils at an earlier age. Although local boards may establish their own schedules for implementing this statute, the State Board of Education has recommended the following schedule of cutoff dates: December 1 in 1968, November 1 in 1969, and October 1 in 1970.	Yes
MISSISSIPPI	No provision	...	No
MISSOURI	5 years by October 1	Local boards of education may admit pupils at an earlier age, but state aid is not allowed for these pupils.	Yes
MONTANA	3 years	Local boards of education are to establish required birth dates for entrance.	No
NEBRASKA	5 years by October 15	Completion of kindergarten or "beginning grade" qualifies a child for first grade, regardless of age. Local boards of education may adopt policies permitting the admission of pupils to kindergarten at an earlier age on the basis of recognized testing procedures approved by the State Board of Education.	Yes

TABLE 36.--STATE LAWS ON PERMISSIVE SCHOOL ATTENDANCE AGE AND STATE AID FOR KINDERGARTENS, 1968 (Continued)

State	State legal entrance age for kindergarten	Additional information	State aid for kindergartens[a/]
1	2	3	4
NEVADA	5 years by December 31	The board of education in a district may exclude all children under 6 when the interest of the school may require it.	Yes
NEW HAMPSHIRE	No provision	...	No
NEW JERSEY	5 years by October 1	School must be available to all children at the age of 5.	Yes
NEW MEXICO	No provision	...	No
NEW YORK	5 years by December 1	...	Yes
NORTH CAROLINA	No provision	State Board of Education, in accordance with statutes, has set October 16 as required birth date.	No
NORTH DAKOTA	No provision	...	No
OHIO	No provision	Testing of underage children for early admission to kindergarten and first grade is permitted by statute, if the required entrance age is attained by January 1.	Yes
OKLAHOMA	No minimum	...	No
OREGON	No provision	...	No
PENNSYLVANIA	No provision	School baords may admit younger children in accordance with rules established by the State Board, and may refuse to accept or retain beginners who have not attained a mencal age of 5.	Yes
RHODE ISLAND	5 years by December 31	School committees are permitted to admit children to kindergarten and/or first grade at an earlier age.	Yes
SOUTH CAROLINA	No provision	...	No
SOUTH DAKOTA	Eligible for first grade the following fall.	Eligible for first grade if 6 by November 1.	No
TENNESSEE	No provision	...	Pilot program
TEXAS	No provision	The scholastic year is fixed by law to commence on September 1 of each year.	No
UTAH	5 years	Local boards of education set birth date by which children must attain the ages of 5 and 6 for kindergarten and first-grade entrance.	Yes
VERMONT	No provision	...	Yes

TABLE 36.--STATE LAWS ON PERMISSIVE SCHOOL ATTENDANCE AGE AND STATE AID FOR KINDERGARTENS, 1968 (Continued)

State	State legal entrance age for kindergarten	Additional information	State aid for kindergartens[a/]
1	2	3	4
VIRGINIA	(see col. 3)	Local boards of education at their discretion may admit to first grade persons who have reached their sixth birthday on or before September 30 (March 1 for districts with semiannual promotions for kindergarten and first grade), and to kindergarten persons who have attained their fifth birthday on or before September 30.	Yes
WASHINGTON	4-6 years	According to a 1950 opinion of the Attorney General, local boards may set required birth dates for permissive entrance to first grade or may refuse to admit pupils who are not six by the beginning of the school term; in addition districts must admit transfer students who have attained the age of six if they were enrolled in a district with a lower entrance age requirement, even if they did not attain the age of six by the birth date set by the receiving district. School boards also have the authority to determine entrance requirements for kindergarten and first grade based on tests and/or chronological age.	Yes
WEST VIRGINIA	No provision	...	No
WISCONSIN	5 years by December 1	In exceptional cases admission to first grade may be made at an age earlier than 6 by December 1.	Yes
WYOMING	5 years by September 15	...	Yes

Sources:

National Education Association, Research Division and American Association of School Administrators. Entrance Age Policies. Educational Research Service Circular No. 5, 1968. Washington, D.C.: the Association, July 1968. 49 p.

a/ U.S. Department of Health, Education, and Welfare, Office of Education. Public School Finance Programs, 1966-67. Washington, D.C.: Office of Education, 1966-67. (A series of pamphlets for each of the states and territories.)

National Education Association, Research Division. High Spots in State School Legislation, January 1-August 1, 1966. Research Report 1966-R15. Washington, D.C.: the Association, 1966. 56 p. $1.25.

National Education Association, Research Division. High Spots in State School Legislation, January 1-August 31, 1967. Research Report 1967-R13. Washington, D.C.: the Association, 1967. 105 p. $2.50.

b/ Birth date in parentheses applies to midterm admission in districts which have semiannual promotions.